DOCUMENT RESUME

ED 351 424 UD 028 953

AUTHOR	Lacy, Gary L.
TITLE	Community-Based Organizations: Responding to the Needs of African American and Latino Youth.
INSTITUTION	William T. Grant Foundation, Washington, DC. Commission on Youth and America's Future.
PUB DATE	92
NOTE	36p.
AVAILABLE FROM	William T. Grant Foundation Commission on Youth and America's Future, 1001 Connecticut Avenue, N.W., Suite 301, Washington, DC 20036-5551 (1-9 copies, $5 each prepaid; 10-24 copies, $4 each prepaid; 25+ copies, $3 each prepaid).
PUB TYPE	Guides - Non-Classroom Use (055) -- Reports - Descriptive (141)
EDRS PRICE	MF01/PC02 Plus Postage.
DESCRIPTORS	*Black Youth; *Community Programs; *Disadvantaged Youth; Economically Disadvantaged; High Risk Students; *Hispanic Americans; *National Programs; Potential Dropouts; Program Descriptions; Remedial Instruction; Urban Youth; Youth Employment; Youth Problems; *Youth Programs
IDENTIFIERS	African Americans; Latinos

ABSTRACT

This publication provides examples of diverse local initiatives that represent approaches to serving young people, particularly disadvantaged African Americans and Latinos. This report includes a forward emphasizing the background and current need for the types of programs highlighted, and an introduction that argues for the effectiveness of community-based programs. These sections are followed by profiles of selected local programs. Included is a table that offers a "snapshot" summary of 13 national and local programs, detailing numbers of affiliates, services, target group, and evaluations and accomplishments. Three thematic approaches differentiate the program descriptions. The first set of approaches includes school-based programs that focus on youth at risk of failing school. Services offered include counseling, remediation, and motivation. The second group includes programs that view youth as resources and engage young people in a variety of work and educational settings. Most importantly, young people contribute ideas and work actively to solve may problems that confront them in their community. The third group and theme are primary focus programs that emphasize self-sufficiency, and strengthening basic reading, computational, and literacy skills of out-of-school youth and poorly-prepared high school graduates. Each description describes how the program began and details its key features. (JB)

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COMMUNITY-BASED ORGANIZATIONS

Responding to the Needs of African American and Latino Youth

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COMMUNITY-BASED ORGANIZATIONS:

RESPONDING TO THE NEEDS OF AFRICAN AMERICAN AND LATINO YOUTH

GARY L. LACY

Youth and America's Future:
William T. Grant Foundation Commission on Work, Family and Citizenship

Washington, DC

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FOREWORD

Almost three decades ago, President Lyndon B. Johnson declared "war on poverty." Then, as now, minority youth in urban areas comprised a major component of the poverty population.

Black and Hispanic youth have experienced unemployment rates in excess of 20 percent each year since 1960. In some cities, half of all inner city youth are unemployed. Public policies to ease the problem have been developed and funded at sharply fluctuating levels for many years, but the dilemma of youth unemployment remains one of the most serious domestic issues of our time.

Gary Lacy's report on the role of community-based organizations makes a major contribution by reminding policy makers that they need not reinvent the wheel in an attempt to identify effective responses to youth unemployment. From the time of the "war on poverty" through the 1980s, community-based organizations have labored in the vineyard to address the many social and economic problems associated with preparing minority youth for the world of work. Such organizations have almost always done their work with resources inadequate to meet pressing needs.

Black and Hispanic youth have been, disproportionately, victims of the economic and social transformation of this country over the past quarter century. The economic base of many urban areas faltered as manufacturing jobs declined and low-wage jobs in business, health, and service areas expanded in large numbers. Urban communities were also inundated with the problems generated by drugs, alcohol abuse, and the breakdown of family.

In the midst of such urban travail, many institutions, especially schools and social service organizations, came under great stress. Family and community supports, which in earlier years helped youth make successful passage to adulthood, declined both in access and effectiveness. Too often, public policies ostensibly aimed at helping youth failed to produce favorable results.

The experience of the last several decades taught important lessons. First, basic education and job training are indispensable for preparing youth for jobs in an increasingly global economy. Second, education and training services are often delivered best in nontraditional settings. This report presents evidence on the performance of some of the leading organizations that emerged during the past several decades to launch a frontal attack on minority youth joblessness by pursuing innovative and creative approaches to education and training.

Some of the programs, like Cities in Schools and Jobs for America's Graduates, should be regarded as major elements in the nation's movement toward school reform. Although these programs preceded the school reform movement, their demonstrated effectiveness in breaking the mold of traditional approaches to education shows that new approaches are both necessary and feasible.

Other programs, such as ASPIRA, OIC of America, and the National Urban League, have long operated with a fundamental faith in the ability of minority youth to succeed if only they are given a real chance to acquire the education and skills necessary in today's workplace. Such programs, operating as community-based service providers, largely funded by public sources, give practical meaning to the old war on poverty goal of empowering the poor.

In the wake of the recent unrest in Los Angeles and elsewhere, the nation has turned its attention once again to urban problems. There is the inevitable search for the root causes

of urban unrest and for "definitive solutions" to the problems. But, as H.L. Mencken once wrote, "for every problem of human affairs, there is a solution that is simple, quick, and wrong."

The first line of defense against minority youth unemployment must be economic growth and job creation. But, as reported in Gary Lacy's study, community-based organizations are a critical battalion in the forces that must be arrayed against urban youth joblessness. CBOs are "down in the trenches" where hand-to-hand combat is the order of the day in attacking the social, psychological, and economic barriers to youth development.

The William T. Grant Foundation Commission on Youth and America's Future should be commended for supporting such a timely and relevant study that, hopefully, will gain the attention of policy makers concerned about minority youth unemployment. The challenge is great and the responsibility to continue engaging the problem is clear. With wise and continued support for CBOs, perhaps this decade will bring more assured and steady progress in helping minority youth gain a foothold in society. Our nation will then truly be a place where equal opportunity exists, and where the nation's ability to compete on the world stage of commerce is assured.

Bernard E. Anderson
September 1992

Dr. Bernard E. Anderson is president of the Anderson Group, an economic and management advisory firm based in Philadelphia. An economist whose teaching, writing, and public service concentrate on employment policy and urban development, he received an A.B. degree with highest honors from Livingstone College, a M.A. from Michigan State University, and his Ph.D. from the University of Pennsylvania.

He has been an economist at the U.S. Department of Labor's Bureau of Labor Statistics; Professor of Industry at the Wharton School, University of Pennsylvania; Director of Social Sciences at the Rockefeller Foundation; and visiting fellow in public and international affairs at Princeton University's Woodrow Wilson School. He has served on the President's Commission on Employment and Unemployment Statistics, the National Commission on Jobs and Small Business, and was Chairman of the National Council on Employment Policy.

Presently, Dr. Anderson is Vice Chairman of Manpower Demonstration Research Corporation and a director of Pennsylvania Economic Development Partnership and the Provident Mutual Life Insurance Company. He is Chairman of the Pennsylvania Intergovernmental Cooperation Authority, the fiscal oversight board for the City of Philadelphia, and Chairman, Board of trustees, Lincoln University.

Acknowledgements

This report would not have been possible without the cooperation and helpful guidance of scores of national, state, and community leaders who provided information on national and community-based initiatives. While these are too numerous to mention, I am indebted to those who freely shared their time and insight to help develop a clearer picture of the issues, problems, and challenges that community-based organizations face.

I am especially grateful to a "board of editors" that includes Milton Little, Alan Zuckerman, Don Mathis, Jane Quinn, Everett Crawford, and Brenda Payne. Their invaluable advice and insight has made the document stronger and more useful to readers of any discipline. Samuel Halperin of the William T. Grant Foundation Commission on Work, Family and Citizenship encouraged the research and writing phase of the project and provided invaluable comments to drafts at various stages. Rachael Hammer edited and prepared the manuscript for the Grant Foundation.

About the Author

Gary Lacy is the principal in GLL Group, Ltd., a private group of organizational development experts in management training, team building, and organizational diagnosis located in Gaithersburg, Maryland. The firm specializes in services to small and medium-sized companies and emphasizes change and innovation at both the staff and management levels.

Before starting the GLL Group, Gary was a senior policy analyst at the Children's Defense Fund in Washington. There he managed CDF's state youth employment project and wrote extensively about youth transition and adolescent development. He has directed evaluation and technical assistance projects for MDC, Inc., in Chapel Hill, North Carolina and served as a consultant to the White House on youth employment.

Gary is trained in counseling psychology and has advanced skills and academic training in group process and organizational development. His clients include universities, associations, and federal and state government agencies. Gary has Bachelor and Masters degrees in psychology, and an Ed.S. in counseling psychology.

INTRODUCTION

THE POET LANGSTON HUGHES WROTE ABOUT THE consequences of "deferring opportunities and dreams" in his famous poem, *What Happens to A Dream Deferred?* The consequences of delaying individual dreams and aspirations are once again very much on the minds of millions of Americans as our nation surveys where it has been in the 80's and prepares for the 21st Century.

At first glance, the economic prospects for young African American and Latino youth* may appear to be improving. For example, the 1991 unemployment rate for 16 to 19 year-old African American males was almost 36 percent, compared with about 23 percent for Latino males. Five years earlier, however, they were higher: 40 percent and 25 percent for the same group of young men. This drop in the national unemployment rate was primarily the product of a steadily decreasing youth population. Given this decrease in numbers, one would expect employment prospects for these youths to increase dramatically. Instead, many who sought work last year and this were unable to find jobs. Even when these young people found employment, it was generally at low wage rates without decent prospects for career advancement.

The economic and social fortunes for these youngsters have not always been as bleak as they are now. During the 1960s, the poverty rates for Latino and African American youth families actually decreased. It does not take much deliberation to recall what triggered this improvement events. This was about the time that the federal government passed housing, education and training legislation to support local economic development, school-based remediation, skills training and Head Start programs, among others.

The problems that young people face today are similar to those in 1965. There was high unemployment then; there is serious unemployment now. If the problems are essentially the same, and the old solutions worked then, why is there confusion about trying to figure out what today's youth need? Young people still need strong basic skills programs that emphasize reading, communication/listening and basic computational competencies. They need opportunities to serve their communities and to grow in the process. They need a chance to prepare for, and succeed in, the world of work. They need to be taken seriously by caring and supportive adults.

We can no longer ignore the needs of older adolescents, particularly noncollege-bound youth. These youth, who (in the Census tabulations) range from 16 years to 24, dream of full-time employment and earning a decent living capable of supporting a family. When this is not possible, other "second chance initiatives," such as participation in a training program, Job Corps, or service corps, should be available to prepare them for a good job.

Since the late 1970s, the employment prospects for out of school African American and Hispanic youth have declined dramatically. Reports by the Children's Defense Fund (CDF) (1987) and William T. Grant Commission on Work, Family and Citizenship (1988), painted a bleak future for these young people. CDF's *The Declining Earnings of Young Men and Their Relations to Poverty, Teen Pregnancy and Family Formation*, called for investments in basic skills programs and pointed to the earnings gap for out-of-school youth. The William T. Grant report, *The Forgotten Half: Non-College Youth in America*, stressed the pervasiveness of unemployment and poor basic skills, particularly among non-college-bound youth. The report concluded that the lack of education and vocational training opportunities pose a major peril for young people attempting to make a smooth transition to adulthood.

Community-based strategies, generally supported by national organizations, have consistently responded to the problems facing young people. Some strategies have focused on improving the basic skills of school dropouts, while others have moved directly into the schools to work with young people before they drop out. Still others have focused on high school graduates and college students, trying to nourish their enthusiasm and help them achieve the promise of careers in business, science, and other disciplines.

These initiatives represent different ways to achieve a common goal: helping young people acquire access to jobs, vocational skills and careers. These approaches also suggest the need for a well-conceived strategy to help young people grapple with today's complicated labor market.

Young people need a well-defined strategy to prepare them to enter the labor market and build a career path. Some programs started during the 1960s and 1970s—supported with a consistent stream of funding—resulted in strong vocational training programs, urban improvement projects and in-school programs that stressed basic skills development.

Many National Urban League and Opportunities Industrialization Centers initiatives started in the Great Society era. These projects distributed funds through their affiliates to provide part-time work for youngsters who stayed

*African American and Black are used interchangeably, as are Latino and Hispanic.

in school, to refurbish dilapidated housing, to maintain parks and playgrounds, and to provide on-the-job training to youth. Many of these programs were too short-lived to evaluate their effectiveness. Others did not work at all. Some of these initiatives have survived and are currently operating in many national and local programs. *The basic question posed 25 years ago—what do youth need to get off to a good start?—is continually answered by community-based organizations.*

These organizations have changed immensely since the 1960s. They have developed direct relationships with federal funding agencies. The national office's role now involves technical assistance, financial management and evaluation services.

Only national community based organizations with affiliates operating in at least six states who dedicate a significant portion of their resources (or the affiliate resources) to serving African American and Hispanic out-of-school youth are included in this report. Some national and local programs highlighted here also serve a younger age group. Some programs are school-based.

FRAMEWORK FOR PROFILES

THE GOAL OF THIS REPORT IS TO PROVIDE EXAMPLES OF DIVERSE local initiatives that represent approaches to serving young people. These initiatives presented are divided into three thematic approaches:

1. **School-Based Programs.** These represent school-based initiatives focused on youth at risk of failing school. Services offered include counseling, remediation, and motivation.
2. **Programs that View Youth as Resources.** These initiatives have several goals. They engage young people in a variety of work and educational settings. Most important, young people contribute ideas and work actively to solve many problems that confront them in their community.
3. **Primary Focus Programs.** These initiatives include a range of programs that emphasize self-sufficiency, strengthening basic reading, computational and literacy skills of out-of-school youth and poorly-prepared high school graduates.

The organization of this report includes a brief historical description of the national organization's mission and current accomplishments, with as much evaluative data as is currently available. This is followed by profiles of selected local programs.

The following table presents a "snapshot" summary of the national programs discussed in this report.

NATIONAL AND LOCAL PROGRAMS AT-A-GLANCE

National Programs	Number of Affiliates	Services	Target Group	Evaluation/ Accomplishments
ASPIRA Association, Inc. A nonprofit that serves the Puerto Rican and greater Latino Community. ASPIRA's mission is to foster the development of youth leadership and intellectual and cultural pursuits.	ASPIRA's offices are located in New York, Illinois, New Jersey, Florida, Puerto Rico and the District of Columbia.	ASPIRA provides individualized educational services to help children; administers a national dropout prevention program and operates a health careers demonstration.	Puerto Ricans and others of Hispanic descent are served.	ASPIRA offices counseled about 16,000 youth in 1990. ASPIRA administers over 25,000 scholarships that benefit young Latino youth.
Cities in Schools (CIS)—A national public-private partnership shaped around a concept of integrated human services. Started in Harlem and the Lower East Side in 1977, CIS grew out of New York City's Street Academies and federally funded Postal Academies. The National CIS office is located in Alexandria, VA.	Sixty-eight (68) programs operate at 400 sites in 22 cities.	CIS focuses on providing services to youth in school. These specialized services include counseling, employment, recreation and youth development activities. The overall objective is to reduce the dropout rate of these students.	Students in middle school and high school are referred for CIS services. Approximately 38,000 students and families are reached. Many of these students are African American and Latino youth.	CIS is currently involved in a federal Department of Education evaluation.
National Puerto Rican Coalition-Coalition of community based education, employment and youth-serving organizations. NPRC provides advocacy, research and policy analysis.	NPRC represents over 100 community based organizations in 14 states.	NPRC network operates programs that provide housing, education job training and family services.	Puerto Ricans of all age groups.	NPRC has been recognized by foundation, corporation and congressional leaders as an effective advocate for Puerto Rican at the national level.
Jobs for America's Graduates, Inc. (JAG)—A national dropout prevention/ school retention model which began in 1979. It provides school-based, pre-employment skills training and job placement service for high school juniors and seniors. In 1988, JAG expanded services to ninth grade students.	JAG operates in over 300 high schools in 138 communities in 17 states.	JAG services are built on three principles: (1) to keep at-risk youth in school; (2) to help them graduate; and (3) to help them get a quality job in the private sector. The comprehensive JAG model includes dropout prevention activities along with the 12th grade "school-to-work" transition program.	JAG serves more than 8,000 students. JAG statistics show that a typical participant has a junior grade point average of a "C-." Approximately one out of every four students had been previously expelled, suspended or placed on academic probation.	JAG has continuously been evaluated by the Center for Labor Market Studies at Northeastern University. Findings reveal that key subgroups of JAG participants have fared significantly better than their national comparison groups in making the transition from school to work. Black and economically disadvantaged JAG participants have experienced substantially lower unemployment rates than their counterparts.

National Programs	Number of Affiliates	Services	Target Group	Evaluation/ Accomplishments
INROADS, Inc.—A privately funded nonprofit that develops minority talent and places youth in business and corporate leadership positions. Started in 1970 in Chicago with 25 college student interns and 17 sponsoring corporations.	There are 39 INROADS' affiliates with 5,400 college and high school students and client corporations in 30 states and the District of Columbia.	INROADS' four year paid internships combine summer work experience at a local client corporation with year-round academic instruction, training and guidance from INROADS' counselors. Corporations pledge to develop a career opportunity for each intern, provide two performance evaluations each summer and assign a mentor for each intern.	An INROADS intern is a college or high school minority student interested in a professional corporate career in business, computer science or engineering. Preference goes to students with a 3.0 GPA or better. Interns average combined SAT scores exceed 1000.	Two-thirds of each year's graduates are offered and accept full-time positions with INROADS' client companies. INROADS has now placed 3,200 graduates in professional and managerial positions as vice presidents, senior financial officers and CEOs. INROADS was awarded the United States Department of Labor 1991 LIFT award in recognition of its initiative to "enhance the quality of the American work force."
National Council of La Raza (NCLR)—A private, nonprofit, nonpartisan organization formed in 1968 to reduce poverty and discrimination and improve the life opportunities for Hispanic Americans. NCLR is one of the nation's principal constituency-based Hispanic organization.	NCLR operates through a formal network of affiliates in more than 140 Hispanic community-based organizations, serving 36 states, including the District of Columbia and Puerto Rico.	The 140 affiliates offer a range of health, employment, counseling, recreation and nutritional services to the Hispanic communities.	NCLR reaches over 2 million Hispanics. Many of these young people are economically disadvantaged.	NCLR's public policy and advocacy division was evaluated by Rockefeller Foundation. Rockefeller called NCLR an effective voice for Hispanics.
National Urban League (NUL)—A national human service and civil rights organization. The mission of the NUL is to assist African Americans in the achievement of social and economic justice.	NUL has 114 affiliates in 34 states and the District of Columbia	NUL affiliates provide direct services such as training, counseling, education and housing assistance. Services also vary among affiliates. For example, the **Scholarship Builder Program**, a collaboration between NUL and Merrill-Lynch is available in 10 NUL cities. **Adolescent Male Responsibility Project** has been implemented by 30 affiliates and addresses the need for positive male role models.	Approximately 1.5 million persons participate in NUL programs each year. Almost 100,000 to 150,000 are youth 12 to 24 years of age.	NUL regularly conducts both process and outcome evaluations. Outcome data show that 89 percent of the participants received direct training in the organization's employment programs.

National Programs	Number of Affiliates	Services	Target Group	Evaluation/ Accomplishments
Opportunities Industrialization Centers (OIC)—a national network of community based training centers committed to helping disadvantaged youths and adults find jobs and upgrade skills.	There are 70 active OIC affiliates nationwide.	Varied training—ranging from GED preparation to small business development; intake services, assessment; vocational training, job development and placement.	Almost 1.5 million persons of all ethnic groups have received training at OIC sites. Programs are offered to low income persons.	Seventy (70) percent of the 860,000 participants that enter training complete it and are placed in jobs.
Work, Achievement, Values and Education, Inc. (WAVE), originally called 70001, was created in 1969 as a pilot program to provide motivation, education and employment to high school dropouts.	There are 58 WAVE in Communities Programs operating in 23 states that include a mix of urban, suburban and rural programs. One-hundred and two (102) schools participate in the WAVE in School Program.	WAVE has three main purposes: (1) to provide high school dropouts with preparation for the GED and pre-employment training; (2) to work with youngsters in school and prepare them for the workforce; and (3) to build relationships with employers and the community to effect smooth transitions from classroom to workplace.	Between 1990 and 1991, WAVE in Communities served 4,413 persons—almost 50 percent were Hispanic and Black out-of-school 16 to 21 year old economically disadvantaged youth.	Evaluations of WAVE in School were conducted during its first year by the Institute for Educational Leadership. The evaluation found that participation in the program results in positive changes for a majority of participants.
YouthBuild USA began in 1979 and grew out of the Youth Action Program of the East Harlem Block Schools in New York City. YouthBuild prepares young people who have dropped out of school for careers in construction. They are employed as trainees in actual rehabilitation programs.	Programs are located in 11 metropolitan and rural communities. A foundation-funded replication effort has started.	The program offers school dropouts careers in construction. Young people alternate on-site supervised construction work with off-site academic job training and counseling services. The program is based on the principles of youth leadership, development and governance.	Over four hundred (400) 17 to 24 year old unemployed high school dropouts participate nationally.	YouthBuild's objectives are embodied in a $200 million Senate and House legislative proposal. In addition, the YouthBuild sites are eligible to receive $1 million under the National Community Services Act to develop local employment and housing rehabilitation projects for homeless and low income youth. A foundation-funded replication project has began.

National Programs	Number of Affiliates	Services	Target Group	Evaluation/ Accomplishments
Chicago Alternative School Network—A private organization that provides administrative support for a coalition of community-based schools and learning centers throughout Chicago.	The Chicago Network includes over 50 member pre-school, elementary, high school, youth and community service organizations.	Network services include counseling (individual, group, family, health) to keep participants in school until they complete high school or receive a GED. In addition, comprehensive prevention services involve students, parents and member schools in efforts to combat substance abuse.	Services are provided to young people aged 14 to 23 years.	The Alternative School Network (ASC) provides technical assistance to all member agencies. ASC is considered by Illinois state and Chicago city officials as a strong voice for Chicago's inner city youth who require alternative learning systems.
Jobs for Youth-Chicago/ Boston—A private, not-for-profit started in 1979 that helps economically disadvantaged youths become self-sufficient young adults. Initially started in New York city, programs focus on basic skills development, pre-employment training and job placement.	Programs operate in Boston Massachusetts; New York, and Chicago, Illinois. They are independent nonprofit organizations.	JFY-Chicago high school dropouts are enrolled in an in-house Learning Center to earn a GED certificate and are then eligible for job training before being placed in full-time entry level positions. JFY-Boston focuses on education and job placement services.	Jobs for Youth-Chicago serves economically disadvantaged 17 to 21 year olds. Although it is not a minority program, approximately 90 percent of its enrollees are minority. JFY-Chicago now serves about 1,200 young people a year from low income families. JFY-Boston programs serve 557 out-of-school youth.	Jobs for Youth-Chicago makes close to 800 job placements a year and approximately 300 businesses hire young people for entry level jobs. Jobs for Boston's Biomedical Careers Programs reports that participants who successfully complete the training earn as high as $11.00 an hour. Thirty students started the program and twenty-eight later completed. Eleven of those young people found jobs.
United States BASICS—A nonprofit corporation created in 1988 by the Remediation and Training Institute. Founded by Robert Taggart to disseminate and manage the use of the Comprehensive Competencies Program (CCP), U. S. BASICS is committed to improving the quality of human resource investments in schools, communities and work places.	There are 450 Learning Centers located in 23 states and communities. About one-third of the Learning Centers are located at community-based organizations.	CCP is an individualized, self-paced, basic skills system that approaches learning in a sequential manner. Learners are pretested and normed to determine skill level. Learners are prescribed a series of lesson plans tailored to needs. Learners achieve high school diplomas/GED and other workplace competencies.	Since 1984, more than 100,000 participants have been served. The target groups include secondary students, persons with limited English proficiency and dislocated workers. Almost 70 percent of the learners are low income. About 43 percent are school dropouts—single parents, offenders and youth with poor basic skills.	Centers in Virginia and Massachusetts have been awarded major grants from the U. S. Department of Labor for workplace literacy and dropout prevention. According to U. S. BASICS research, on average, students achieve one grade gain in reading and math.

SCHOOL-BASED PROGRAMS

THE HIGH SCHOOL DIPLOMA HAS BECOME THE MINIMUM OFFICIAL passport to virtually any job. Simultaneously, the incentives to complete high school have not been consistently strong or apparent to youth. Noncollege-bound graduates and high school dropouts have experienced rising unemployment rates and falling average earnings.

A combination of counseling, peer support, tutoring, motivational training and incentives form the critical elements found in the initiatives highlighted in this chapter. Each program uses varying emphasis and approaches to increase school retention. The national profiles describe Cities in Schools, INROADS, Jobs for America's Graduates, and the National Council of La Raza.

Cities in Schools

The Beginnings

Cities in Schools (CIS) is one of the nation's largest nonprofit organizations devoted to school dropout prevention. Since 1977, CIS has been a leader in creating public/private partnerships in local communities. CIS's conceptual roots extend back to the urban unrest that led to the Kerner Commission's ominous warning of the consequences of racism.

The CIS idea was conceived by a group of young men and women motivated by a spiritual concern for the plight and hopelessness of the urban poor. The founders, Harold "Harv" Oostdyk and William Milliken (Milliken later became president of CIS), were "turned around" through contact with a Colorado-based group called Young Life. Young Life was a religious organization dedicated to working with young people, and providing them with a spiritual basis from which to reconnect their lives.

It was through Young Life that Oostdyk and Milliken learned several important lessons that would form the conceptual framework of CIS. First, it was necessary to go where young people were, and not expect them to show up at churches and youth clubs. This demanded a radical commitment to caring about these young people since "where they were" was often in poverty and in trouble.

Secondly, the Young Life mission emphasized the importance of "earning the right to be heard." Oostdyk and Milliken learned that they first had to establish a relationship of credibility and love between themselves and the youngsters before the young people would be willing to listen to them, and perhaps begin the painful process of changing their lives.

The final lesson learned by the Young Life workers was that they could not remain satisfied with fragmented, "band-aid" solutions to social problems. Each symptom could not be treated separately. It is necessary to view a child holistically.

Program Features

The Young Life workers used these three principles to develop a program aimed at offering young dropouts a chance to earn a high school diploma and go on to college. A series of storefront schools opened in Harlem, on Manhattan's Lower East Side, and finally in the Bedford-Stuyvesant neighborhood of Brooklyn. The schools were known as Street Academies. These Academies provided a structure in which the holistic needs of the students could be addressed. In the beginning, the Street Academies were sponsored by the New York Urban League.

The Street Academies were privately funded by 16 major corporations. They became corporate sponsors and a Street Academy bore the corporation's name. Some corporate sponsors, IBM, Time/Life, Union Carbide, Morgan Guaranty, assigned mid-management employees to work at the schools.

In 1968 Richard Nixon was elected President. He appointed Ken Housman, an official from Union Carbide, as an Assistant Postmaster-General. Housman took the Street Academies' concept to Washington and, within a short time, created a federal initiative called the Postal Academy Program. This new, publicly-funded version of the Street Academies added part-time employment in the Postal Service for students and built in extensive training for Postal Academy staffs.

Several years later, the Postal Academies lost funding and the CIS movement stalled. The CIS "survivors" formulated a solution to this problem. First, it was agreed that school-based programs were an alternative to street academies, and that the alternative design would include: (1) locating at a local public school; (2) developing a program structure that would build on a "case management approach." Each staff person would have a caseload for which he/she would be accountable; (3) would use staff from existing human service institutions whenever possible; and (4) would assign service providers to meet the needs of each youngster.

With these principles, Cities in Schools was born. The organization incorporated in 1977, and in the past 15 years has expanded into a nationwide network of in-school dropout prevention programs. CIS, Inc. is committed to local ownership and serves as a training and support organiza-

tion for the 68 independent CIS programs around the country.

The CIS network now extends to 22 states and 130 communities; four-hundred (400) school sites boast a CIS project. During the 1991–92 school year, more than 36,700 students and their families receive personal, coordinated and accountable services from CIS. CIS has even spread abroad. The United Kingdom's Cities in Schools program is now in its second year of operation.

INROADS, Inc.

The Beginnings

Founded in 1970 by Frank Carr, a white middle-aged publishing executive, who credits his vision to develop INROADS to Martin Luther King's moving speech on the Washington Mall in 1963, INROADS develops and places talented minority youth in positions with business and industry. INROADS gives high school and college students an opportunity to see what it is like to be "grown up" in the corporate world. These young people are trained in management skills and effective communication. They are provided internships and intensive counseling/coaching programs through client companies that represent a "Who's Who" of some of the nation's largest corporations. The objective of INROADS is to develop future leaders.

INROADS grew from the founder's belief that the minority sector of society has as much managerial potential as any other sector, and that the private sector would engage a service company to recruit and train talent from African American, Hispanic and Native American Indian communities.

Probably the most important decision Carr made in the early years was that INROADS would be entirely supported by the private sector. The first INROADS program was established in Chicago in 1970 with 25 student interns and 17 sponsoring companies. Recruiting the "gifted" poor to meet the changing requirements of the business world required INROADS to recruit students who were in the top 10 percent of their high school or college class. To stay in the program students had to maintain a high grade point average.

Since the Chicago days, INROADS has grown to 39 affiliates, with an enrollment of 5,400 college and high school students, and 700 client corporations in 30 states and the District of Columbia. INROADS' four year internships combine summer work experience at a local client corporation with year-round academic instruction, training, and guidance.

Key Features

Talented minority high school and college students are brought to the attention of the affiliate through referrals from counselors, teachers, community organizations and others. Once identified, students participate in a rigid selection process to eliminate those who would not benefit from the program.

High school seniors and college freshmen are interviewed and selected by the sponsor companies for college component internships, which typically last four summers. These students receive career-related work experience and mentoring at their sponsoring agencies and professional development training and coaching from INROADS. Sponsors employ interns at competitive wages. Some companies provide additional services such as managerial assessment tests, early job offer/placement programs and access to employee benefits. Almost 10,000 young people are screened annually; only 1,600 are accepted for internships.

The precollege component is designed for talented high school students with interest in careers in business and industry. These young people are prepared for the academic rigors of college and the difficult transition from high school to college. They receive supplemental academic instruction with career guidance and personal development counseling.

In the 20 years since it started, INROADS has graduated more than 3,200 African Americans, Hispanics, and Native American Indians. At least 15 have become vice presidents of corporations since the first small class graduated in 1974. One is president of a Fortune 500 subsidiary. Hundreds are assistant vice presidents, managers, directors, bank officers, and supervisors. Some have become entrepreneurs.

The INROADS model succeeds partly because it mimics real life—there are no guarantees for or by students or sponsor companies. High standards are maintained; lack of student participation and less than above average performance are grounds for termination.

Jobs for America's Graduates

The Beginnings

Lack of an employment or education strategy for high school students was partly responsible for the implementation of the Jobs for America's Graduates (JAG) initiative in 1979 in the State of Delaware under the leadership of Governor Pete duPont. This formal school-to-work transition program is currently operating in 17 states, where it serves more than 8,000 students in 138 communities in almost 300 high schools.

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Key Features

JAG primarily targets general education high school juniors and seniors who do not anticipate enrolling full-time in postsecondary education or training, whose academic performance has been average or below average and, whose in-school employment experience is limited. The typical JAG participant is a high school junior, minority, female, with a grade point average in the C-minus range. Over 60 percent of participants are all minority youths. In 1988, JAG expanded its program to focus on youth in the ninth grade. This program, called Opportunity Awareness, focuses on keeping these youngsters in school, helping them to graduate and finally helping them with job placement in the private sector.

To build a link between education and jobs, each JAG program provides career counseling, direct job placement assistance, and nine months of follow-up services after graduation. An important feature of JAG is the assignment of a specialist to each school to coordinate special academic programs for students with low basic skills and to provide intensive counseling as needed.

Some schools award academic credit for the work-study classes. Most classes are offered as an integral part of the school curriculum. JAG students are encouraged to join a motivational component, the "Career Association." This extracurricular activity builds on the student's leadership skills and provides further training in a series of competitive activities that test student knowledge about real world employment situations. Local employers and professionals in the employment and training field judge the competition.

The National JAG office provides technical assistance to local sites. In addition, JAG sites are required to follow specific standards and are evaluated yearly as part of a detailed accreditation process. JAG National receives considerable financial support from the private sector.

According to JAG's evaluators, Northeastern University's Center for Labor Market Studies, the program makes a difference during the first nine months after high school graduation. JAG participants were more likely to be employed than comparable nonparticipants. On average, participants earned $800 to $1,200 more in the first year following graduation than they would have if they had not participated in JAG.

Additional findings reveal that key subgroups of JAG participants fared significantly better than their national counterparts in making the transition from school to work. Black and economically disadvantaged JAG participants have experienced substantially lower unemployment rates and higher employment rates than their counterparts. At the end of 1990, 83 percent of all JAG participants had positive outcomes upon completion of the 18 month program. They had either found jobs, joined the military or enrolled for additional schooling. JAG's graduation/GED rate for 1990 was 91.5 percent.

Overall, the research proves that, as a general proposition, JAG is very successful in increasing the levels of education and employment success for a broad range of at-risk youth.

Jobs for Tennessee Graduates—Memphis

The Beginnings

The Jobs for Tennessee Graduates Program (Memphis JAG) started in 1981 with three schools in Memphis. In 1991, Jobs for Tennessee Graduates enlisted Memphis Partners, a subsidiary of the Holiday Inn Corporation's Community Relations project, to operate the Memphis program. Memphis Partners had experience operating school-based programs for disadvantaged youths. In addition, the private sector connection provided an additional attraction.

Key Features

In 1991, the Memphis JAG served 731 young people in 12 senior high schools. The participants were predominantly African American and poor. The Memphis JAG program follows the national JAG model. Typically, groups of 35 to 45 high school seniors in 12 schools are assigned to a full-time, on-site job specialist. The job specialist ensures that students receive the needed services, including remedial education and job training, to prepare them for job opportunities after graduation. The job specialist is a role model, motivator, and teacher.

Memphis JAG offers job placement and nine months of routine follow-up services to high school seniors. The targeting criteria used by JAG programs varies nationally; some sites focus their services on economically disadvantaged youth; others focus on those who are at risk of failing high school. The targeting criteria used by Memphis JAG focuses on youth who have fallen behind in school, who otherwise would have dropped out of school or would be unemployed after graduation.

The Memphis JAG has demonstrated a commitment to providing students with quality career options. Two examples are the William R. Moore School of Technology/Memphis-JAG scholarships and the Central Intelligence Agency Recruitment program.

The William R. Moore School of Technology offers one- and two-year programs in seven technology-oriented areas. A JAG student was the first recipient of the scholarship and is currently enrolled in the Computer Assisted Drafting Program.

In 1991 the Central Intelligence Agency came to Memphis to recruit clerical and support staff for its operations

in Washington, D.C. One of JAG's Program Coordinators at a local high school helped two of her students get hired by the CIA as general clerks. While the numbers of youths placed in jobs are modest, those young people hired reinforce the importance of "sticking it out" to other participants.

The Memphis JAG is the second largest funded affiliate in the 17 state network. Memphis Partners administers the program in 12 schools, with a staff of 14 job specialists and two senior supervisors. Its annual budget is $576,000. The Tennessee Department of Education, through a legislative appropriation, provides the base funding for the state's program. The Memphis JAG receives funding from other local sources and also receives Job Training Partnership Act funds.

In the Memphis JAG program, more than 85 percent of the participants graduated from high school in 1990. Almost 80 percent of the program graduates obtained full-time employment, enrolled in college or entered the military.

National Council of La Raza

The Beginnings

The National Council of La Raza (NCLR), a national nonprofit organization, seeks to improve opportunities for Americans of Hispanic descent. Founded in 1968 as the Southwest Council of La Raza, NCLR serves as a nationwide umbrella organization for more than 130 "affiliate" community-based organizations in 36 states.

NCLR annually reaches over two million Hispanics through its formal network of affiliates. It helps Hispanic groups assess community needs, develop new programs and raise money. It also helps Hispanic groups work effectively in partnership with each other, other minority entities, mainstream service providers, corporations, and public agencies.

With headquarters in Washington, D.C., NCLR has field offices in Los Angeles, Chicago, Phoenix, and McAllen, Texas. NCLR has an annual budget of $6 million, almost 75 percent comes from private sources.

Key Features

NCLR does not itself operate programs. Through Project HOW (Hispanic Opportunities in the Workforce), NCLR increases the number, size, capacity and effectiveness of the federal Job Training Partnership Act programs operated by Hispanic community-based organizations.

With a specific goal to reduce poverty among and discrimination against Hispanics, NCLR has chosen four primary approaches:

1. To provide capacity-building assistance to support and strengthen Hispanic community-based organizations. This includes direct assistance to management in the areas of governance, program operation, and resource development.
2. To engage in applied research, policy analysis and advocacy. This includes clear and accurate analyses of issues of interest to the Hispanic community, such as education, immigration, employment and training, and civil rights enforcement. This also includes educating policy makers about Hispanics and encouraging adoption of programs and policies that equitably serve Hispanics.
3. To enhance public information efforts that provide accurate and positive images of Hispanics.
4. To act as a catalyst and use the NCLR structure and credibility to launch other local, state and international projects that are consistent with the NCLR mission.

Association for the Advancement of Mexican Americans

George I. Sanchez High School

The Beginnings

The Association for the Advancement of Mexican Americans (AAMA) is one of the National Council of La Raza's affiliates. AAMA is a community-based private nonprofit organization which has provided vital services to the primarily Hispanic communities of Houston's East End for 20 years. Current services include an emergency shelter for abused, neglected, and abandoned children, a foster home program, an inhalant, alcohol and drug abuse program, a job training program, a citizenship program for immigrants, and an alternative high school.

Key Features

The George I. Sanchez High School is an alternative high school within the Association for the Advancement of Mexican Americans. Founded in 1974 to respond to the high dropout and juvenile delinquency rates of Hispanic youth, the school is accredited by the Texas Commission of Education and has served over 3,000 students and graduated more than 300 students with a high school diploma or a GED. More than 60 percent of the students who graduate enroll in a four-year college program or a two-year vocational training program.

The school takes youth off the streets and provides individual instruction and an intensive supportive counseling program. These young people are provided an

opportunity to have a voice in their educational environment. Work employability skills classes are mandatory for all students, supplemented with job placement services, if requested.

The school budget, almost $300,000, is provided by the Houston Job Training Partnership Council. Students of any race and sex are admitted and must meet the federal poverty requirements to participate.

PROGRAMS THAT VIEW YOUTH AS RESOURCES

PRODUCTIVE AND ECONOMICALLY SUSTAINING WORK IS AN important milestone in a young person's journey to adulthood. Paid employment lays the foundation for the fulfillment of dreams and assumption of adult responsibilities. Without a firm foothold in the labor market, many young people will find such achievements beyond their reach.

Young people need society's help. A good basic education is essential for young people seeking employment. Early exposure to the world of work, including its rewards and its demands, is also necessary to put teenagers on the right track. Young people also need to be viewed differently by society. Many live in a society that does not value their ability to make a worthwhile contribution.

The themes of the five programs highlighted here are simple. They espouse an approach that demonstrates to youth that their community needs them and that they can be partners in solving society's most vexing problems. Participation in these projects makes young people feel better about themselves. They gain confidence, make more responsible choices, and see that they have a direct stake in their community. For adults, it is an opportunity to view young people as a positive force and to help them develop civic maturity.

ASPIRA Association, Inc.

The Beginnings

The ASPIRA Association, Inc. is a national nonprofit devoted solely to serving Puerto Ricans and other Latino youths. ASPIRA takes its name from the Spanish verb, *aspirar*, which means to aspire to something greater. It reflects the belief that youth are the hope for positive change in a community. With a combined full-time staff of 225 and over 1,000 volunteers, ASPIRA serves over 17,000 *Aspirantes* each year.

ASPIRA has grown from a small nonprofit counseling agency in New York City to a national association with offices in six states, Puerto Rico, and the District of Columbia. After Puerto Ricans were granted citizenship in 1917, many migrated to New York City and, as is true with most new immigrants, they were treated with suspicion and subjected to threats.

To provide support, protection and guidance for each other, they formed hometown clubs in East Harlem during the 1920s. These organizations flourished as the population increased. A young teacher, Antonia Pantoja, educated in Puerto Rico, and not allowed to teach in New York, provided the vision to start an organization that would motivate its youth to stay in school and go on to higher education.

ASPIRA launched its first project in 1961 as a bilingual counseling agency to assist Puerto Ricans through career guidance. The federal Office of Economic Opportunity provided a start-up grant of $267,000. ASPIRA established offices in Brooklyn, upper Manhattan and the Bronx. These programs were focused on the development of Latino youth through education, leadership and cultural awareness. In 1968, ASPIRA expanded, opening state-wide offices in New Jersey, Illinois, Pennsylvania, and the Commonwealth of Puerto Rico. Currently, ASPIRA also has offices in Connecticut and Florida, with the national office in Washington, D.C.

Key Features

ASPIRA's integrated model, the ASPIRA Process, targets the broad range of youth needs. It works directly with students in their communities to develop self-confidence, leadership skills, educational achievement and community advocacy. The model emphasizes the positives in the lives of these young people, rather than their perceived deficits.

ASPIRA's national office provides liaison with the federal government and professional organizations, conducts research, and raises funds for national programs. The national office coordinates programs that fit into three broad work areas: Youth Leadership and Community Service, Educational Access and Careers, and Community Mobilization for Educational Excellence.

The TOPS project (Teachers, Organizations and Parents), operates as a project of the Hispanic Mobilization for Educational Excellence initiative and encourages parents to be a vital part of the program. TOPS places students at the center of a team of concerned adults. Teams in ten cities integrate parent involvement activities with child-centered counseling and mentoring. This national demonstration, funded by the federal Department of Education, involves parents and the community to enhance the educational achievement of Latino youth.

In another project, ASPIRA Parents for Educational Excellence (APEX), the goal is to increase access of Latino students to quality educational opportunities. Parents

are trained to work together to improve education in their communities and to mobilize other parents to join them. The project incorporates an advocacy model that includes small group workshops of parents and community outreach.

ASPIRA's National Health Careers Program addresses the urgent need for medical and health care practitioners. It's purpose is to increase the number of Hispanic youth who graduate from medical and health care profession schools to return to their communities. During its 21 years in operation, the program has provided 1,000 low income Latino high school students each year with experience, exposure, motivation, and academic support to become health professionals. An average of 70 percent of ASPIRA's applicants are admitted to medical, dental, and other health professions each year. The funding for this program in 1991 was $291,423.

The National Urban League

The Beginnings

In 1910, Ruth Standish Baldwin, the widow of the president of the Long Island Railroad, founded the National Urban League (NUL). It was originally called the Committee on Urban Conditions Among Negroes and was founded to help African Americans from the rural South find jobs, housing, and information.

Eighty-two years later, many African Americans still live in situations requiring these same basic crisis intervention strategies. The NUL is a nonprofit, community-based organization headquartered in New York City, with affiliates in 112 communities, 34 states and the District of Columbia.

The Urban League assists African Americans to achieve social and economic equality. NUL carries out its mission through advocacy, research, program services, organizational support, and coalition building. In 1990, the National Urban League directly helped over 1.5 million people through its multi-service programs.

Key Features

The NUL works to improve the academic achievement of African American students by pursuing educational equity, improving the quality of instruction, and increasing access to quality curricula.

In the first four years of NUL's National Educational Initiative, affiliates raised more than $15 million for programs aimed at improving the quality of education in their communities. The National Educational Initiative motivates students to stay in school. In addition, student scores have improved on Scholastic Aptitude Tests (SAT) and benchmark tests. For example, in Cincinnati, where the NUL conducts an SAT preparation program, there has been a 400 percent increase in students taking the SAT and a significant improvement in their scores.

Sponsored by a five-year grant from the Exxon Corporation, in 1991, the NUL sponsored a parent involvement project. Over 70 Urban League affiliates operate parent involvement programs. The League has also established a national parent advocacy group that will provide a vehicle for African-American parents to voice their concerns and mobilize their energies toward improving education for their children.

African-American adolescent males are overrepresented in most negative social and economic indices. The establishment of the African-American Male Development Center represents a major commitment by the National Urban League to change these negative trends. Over 50 Urban League affiliates operate Adolescent Male Responsibility programs. These programs support: mentoring, esteem-building, cultural awareness, tutoring, skills building, and employment readiness.

For 80 years, the National Urban League has been synonymous with employment, training and job placement. In 1990, the League trained over 250,000 people for employment. The Urban League placed 89 percent of all participants in training programs in jobs. Many received training in NUL's Job Training Centers (JTC), operated by 36 affiliates. The JTC's have graduated over 1,700 and placed 83 percent in jobs with an average annual wage of $13,164. The centers are funded by IBM and supplemented with local JTPA, United Way, and corporate contributions.

Local Urban Leagues received over $56 million in direct support from various funding sources. About $26 million came from the federal Job Training Partnership Act (JTPA). These funds allowed affiliates to serve dislocated workers, youth and the chronically unemployed. In 1990, JTPA funding to Urban League affiliates enabled them to serve 24,000 persons. Affiliates offer direct services and advocacy to their local constituencies. Many affiliates participate in the development of innovative approaches and strategies to strengthen employment and education programs for African American youth and adults.

Opportunities Industrialization Centers

OICs of America

The Beginnings

OIC began as a constructive response to a challenge facing America in 1964: America's economy was booming but the "underclass" was untrained and unprepared. OIC began as Reverend Leon Sullivan's response to the prob-

lem of training and the boosting of equal opportunities in Philadelphia.

Key Features

OIC's philosophy rest on two basic ideas: that unemployment is a psychological and an economic problem and, that it is a national responsibility. According to this first principle, if a person loses a "good" job but soon afterwards secures another, the problem is somewhat simple. On the other hand, if he remains without work for sometime, what at first was essentially an economic problem becomes fraught with social and economic complications. Not only does the jobless person have all the woes of not being able to pay his/her bills but views toward self, family and society may undergo negative changes.

The second basic premise focuses on the responsibility for solving the unemployment problem. Historically, it has been the individual's imperative to find, keep or change his job. OIC's view is that unless a person is self-motivated or can be so persuaded, nobody is able to do very much to help. Accordingly, it is the obligation of society as a whole to generate the needed support and to do this without dominating and humiliating the recipients of the aid. The dignity of the individual, under all circumstances, must be preserved.

OICs operate through a nationwide network of job training centers, 70 active local OIC affiliates, and through a network of leaders from the public and private sectors. OIC of America provides training and technical assistance to local sites. In 1990, OIC served 1,464,681 persons in training programs. More than 70 percent of the 860,000 persons enrolled in training completed and obtained successful job placements. Many of these participants were disadvantaged out-of-school youths.

The training offered by OIC affiliates vary from GED preparation to small business development. Both public and privates sources provide the funding for these programs, with significant contributions coming from more than 215 businesses. At the beginning of 1992, the funding level for affiliates was $40.1 million.

OIC of America operates the following special projects:

1. **Native American Development Project.** This project addresses the employment training and job market opportunities for disadvantaged Native American tribes, reservations and Indian communities.
2. **Learning Opportunities Centers.** OIC Learning Opportunities Centers utilize the Comprehensive Competencies Program (CCP). The CCP is a mechanism for upgrading basic competencies, the ability to read, write and compute—as well as functional competencies and other skills necessary in everyday situations, such as reading transportation schedules or want ads. These centers enroll youth and young adults in competency-based programs that prepare them for decent paying jobs.
3. **The Opportunity Project (TOP).** This is a collaboration between OICs of America and General Electric's Aerospace Division. TOP helps upgrade the literacy skills of current Aerospace employees.
4. **The Quantum Opportunities Program (QOP).** This four-year demonstration project is administered through five of the network's affiliates in low income communities. The QOP program targets youth from welfare families headed by a single parent. It provides the intensity, mix, coordination, and continuity of help needed by teenage mothers to make a "quantum leap" out of the poverty trap. The program will provide 500 hours of basic skills instruction, 500 hours of service activities and 500 hours of development activities and accrue a like amount in a "GI Bill" equivalent account for future use by the participants.
5. **Literacy, Pass It On.** This project is funded by a grant from the Coors Foundation for Family Literacy. Through the use of several remediation strategies, OIC of America is trying to address the high illiteracy rates of African American and Hispanic youth and adults. Such methods include one-on-one teaching techniques, computer assisted training, and paper and pencil testing.

WAVE, Inc.

The Beginnings

WAVE, Inc., (Work, Achievement, Values and Education) was founded in 1969 in Wilmington, Delaware, as a pilot program to motivate, educate, and employ high school dropouts. Originally named 70,001 (after the accounting code of the pilot project), WAVE's national mission is to enrich the lives of young people and to help them develop the lasting assets of dignity, self-sufficiency, and the desire to achieve.

Key Features

WAVE operates three types of programs for youth:

1. **WAVE In Communities** is designed for youngsters 16 to 21 years-old who have dropped out of school. These young people, called Associates, participate in education, employment, and motivation programs. Instruction occurs in both small groups as well as on a one-on-one basis.

   WAVE In Communities' 58 programs are located in 23 states, many operated by community-based organizations and educational institutions. Based on two decades of experience, the program has offered edu-

cational, employment, and motivational development services to more than 100,000 young people. Between 1990 and 1991, 4,413 participants enrolled in local programs. About 88 percent completed training, almost 700 earned GED diplomas; over 1,200 were placed in jobs. Over half the participants are white, with African-American and Latinos making up the remaining enrollment.

2. **WAVE In Schools** is a comprehensive, competency-based program designed to help young people succeed in the classroom. The program includes flexible curricula for grades nine through twelve. It offers extensive teacher training and support, and the opportunity for students to participate in a national organization that promotes self-esteem and a sense of cohesiveness among participants. The goal of WAVE In Schools is to reduce student absenteeism, improve grades, enhance self-esteem, and ultimately increase the likelihood of students staying in school. The student to teacher ratio is generally 20 to 1.

   Nationally, 102 schools participate in the program. African American and Hispanic youth comprise about 60 percent of the participants. Almost 70 percent of the participants fall between 9th and 10th grade and are referred primarily because of low grades and poor attendance.
3. **The Middle Grades Initiative,** which began three and a half years ago, is the WAVE In Schools program revamped for the middle grades.

The Institute for Educational Leadership evaluated WAVE In Schools and found that participation in the program resulted in positive changes in attitudes, behaviors, and academic achievements for most participants. In another evaluation, conducted by the University of Missouri, students achieved higher reading and math levels by the conclusion of the academic year. In addition, students also improved their scores on tests of self-esteem, pre-employment, and work maturity.

The annual budget of WAVE, Inc. is approximately $6 million. Local WAVE In Communities programs are primarily funded through the federal Job Training Partnership Act and local businesses.

Gateway 70001/WAVE

The Beginnings

Since its debut in 1974, Gateway 70001/WAVE has sought to transform the bleak employment potential of high school dropouts through its motivational, educational training and placement program.

Gateway 70001/WAVE is primarily funded by the St. Louis local Employment and Training Administration and the local operators of the federal Job Training Partnership Act. The program is administered by Gardner and Associates, a nonprofit organization.

Al Gardner, the current executive director, was initially recruited by Proctor and Gamble to work in their Soap Package Division. The president of the city's leading community college asked Gardner to take a leave of absence from P&G and set up a program to help St. Louis' disadvantaged youngsters find jobs. Gardner never returned to Proctor and Gamble. He heads one of the better programs in the network that annually boasts placing 80 percent of its completers in good jobs.

Key Features

Gateway 70001/WAVE is based on the philosophy that everyone deserves a "second chance." That philosophy got Mablean Perkins interested as a participant in the St. Louis program 10 years ago. Perkins, now a manager of Equal Opportunity Affairs for Ralston Purina, is also the co-chairperson of the program's advisory council.

The Gateway program serves three hundred 16 to 21 year-old dropouts each year. Almost 95 percent of the participants are African American youths. They include young mothers, other youth from single parent households and ex-offenders. Some are like 19-year old Kim Jones who enrolled in the Gateway 70001/WAVE program:

> I dropped out of school because I wasn't comfortable ... the classes were too crowded, too rigid; they treated us like children instead of young adults and there was no personal attention.

Results of Gateway 70001/WAVE program's monthly placement, GED successes, and other administrative and program outcomes are maintained in WAVE, Inc.'s national management information system. These data allow the local program to track progress on placement, wage rates and other key indicators. In addition, because Gateway 70001/WAVE receives JTPA funding, they are required to meet federal benchmarks for participant placements and retention. Currently, at least 70 percent of the participants enrolled must be placed in jobs after training. The Gateway 70001/WAVE program has placed 80 percent of its participants.

Despite this high job placement rate, budget cuts last year threatened to eliminate the St Louis program's teachers. Currently, the program serves about 200 participants at a cost of $300,000. To raise additional funds, Gardner solicited extra contributions from St. Louis corporations. Perkins, a former program participant, enlisted her employer, Ralston Purina, to make a contribution. They did, and encouraged others to contribute.

Gateway's plans are to expand to serve its waiting list. Gardner believes that part of the answer to helping disad-

vantaged youth to better themselves while contributing to the community lies in 70001/WAVE programs.

YouthBuild USA

The Beginnings

The YouthBuild movement began in 1979 out of the efforts of a dozen teenagers and a few adults from the Youth Action Program (YAP) of the East Harlem Block schools, in a largely Puerto Rican and African American community.

The East Harlem Block schools were started to offer parents greater input into the variety of programs in the community. The block schools sponsored day care, after school centers, an elementary school and a senior citizens center. Today, the East Harlem Block Schools are one of the few parent-run schools created in a low income community in the 1960s. Parents set policies, oversee budgets, and govern all the programs.

In the late 1970s, there was widespread concern that youth in East Harlem were neglected and that this indifference would impact on their futures as well as the community at large. YAP first received funds from the Law Enforcement Assistance Administration (LEAA) to develop a program that would address this problem.

The Youth Action Program was rooted in the idea that young people have a clear perception of what is wrong in the world and strong positive ideas for constructive change. These young people lack only the confidence and skills required to carry out these ideas.

YAP organizers began by going into the community and asking groups of teenagers what they liked about their community and what they would change if they were supported by adults. Over the next year and a half, YAP started seven major projects with young people and received a second grant of $500,000 from the federal government.

One of YAP's first projects was the gutting and rehabilitation of an abandoned city-owned building. With the assistance of caring supervisors for this project, young people embarked on a five-year adventure to renovate this building. This construction site involved over 250 young people who rehabilitated eight housing units. These young people received pay equal to the minimum wage. When completed, the building provided housing for low income and homeless people.

Since 1978, YAP has completely gutted and rehabilitated three other abandoned city-owned buildings and created permanent housing for the homeless. Most of the people who occupy these buildings are from East Harlem. All are African American or Hispanic. With the national homeless population of several million people, this program model serves not only to rebuild the urban housing infrastructure, but to rebuild and reconnect youth to communities.

Over time, YAP developed the program model, now called YouthBuild, to include counseling, job development, placement assistance, driver education classes, and structured educational programs that allow school dropouts an opportunity to complete requirements for a high school diploma.

Key Features

A Policy Committee of two adults and eight young people governs YAP. The committee determines staffing, program design, policies, budgets, and community action. The role of the adult staff is to draw out young people's ideas and to give them the personal support and technical assistance they need to turn ideas into reality. Through working with adult staff, young people learn leadership skills, planning and organizing strategies, how to prepare and write reports, and how to implement and follow through on plans and commitments.

In 1984 and 1985, YAP united over 100 agencies in New York City to form a coalition to campaign for city funds for youth employment programs. The coalition hired staff and asked legislators and officials from the Departments of Housing and Employment to support the idea of employing youth in the rehabilitation of public housing.

As YAP has grown and organized a city-wide coalition to raise funds for youth employment programs, it has also systematically organized a national coalition, YouthBuild Coalition for $200 million, to advocate for federal funds to support similar efforts across the country.

In mid-1992, several legislative proposals are pending in the House and the Senate to fund YouthBuild projects. On the House side, "YouthBuild Act," H. R. 501 has gained the support of 79 Representatives as co-sponsors. On the Senate side, S.1100 is supported by 18 senators.

YouthBuild has spun off from the Youth Action Program and has now become YouthBuild USA. It has received four major foundation grants to work with communities that are slated to implement the YouthBuild program.

Supported currently with various forms of local funding, the YouthBuild model has been replicated in 11 communities nationally. In these sites, over four hundred 17 to 24 year-old unemployed high school dropouts are enrolled annually.

Five of the new sites, Boston, Cleveland, San Francisco, St. Louis, and Tallahassee, will be part of an evaluation study conducted by a team of researchers from the Massachusetts Institute of Technology, Harvard's Kennedy School of Government and Public/Private Ventures, a Philadelphia-based research and evaluation agency.

YouthBuild USA provides staff training and other technical assistance to local programs.

YouthBuild Boston

The Beginnings

The reasons for starting a YouthBuild program in Boston mirror those that launched the East Harlem program. The YouthBuild model is based on the premise that young adults have much to offer the community if they are asked and offered a leadership role.

In February, 1989, Teens As Community Resources, a Boston nonprofit group, convened a meeting of young people, youth advocates, and employment and training agencies to hear about the Youth Action Program (YAP) in East Harlem. They were told about the young people who lived in East Harlem who wanted good paying jobs, training programs and, more importantly, wanted to be viewed as a resource to the community. The YAP representatives told the meeting participants of the young people's frustration with living in neighborhoods where buildings were abandoned and left to crumble. Finally, the participants were told how the young East Harlem residents focused concurrently on all three of these issues. This was the beginning of the Boston YouthBuild initiative. Twenty months later, YouthBuild Boston opened its doors to young people.

Key Features

YouthBuild Boston provides paid on-site construction training and academic instruction to young adults 17 to 24 years old, primarily from Roxbury, Dorchester, and Mattapan. These youth, who have dropped out of school, will be trained for careers in the construction trades by employing them to rehabilitate and convert abandoned buildings into housing for low-income and homeless people. During the program, the young people alternate weeks of on-site supervised construction work with off-site academic and job skills training and counseling.

YouthBuild Boston emphasizes the development of strong cognitive and literacy skills. The program serves a large number of young men who have dropped out of school. These young men enter the program reading below 8th grade level and are then prepared for the high school equivalency examination. While the success rate is low for those who successfully pass the GED, the program leaders stress that many of these young people now see themselves as winners, maybe for the first time in their lives. The Boston YouthBuild Director tells this story of two participants:

> . . . We are including as members in good standing two young men who are temporarily absent, having been helped to take responsibility for their personal problem in a different context. One was encouraged to enter a residential drug treatment program . . . he plans to go to college when finished . . . he is extremely bright and charismatic . . . The other young man is currently in jail for armed robbery . . . the lawyer said he could get the case dropped because of lack of evidence . . . After a few days of thought, the young man said, "No, I am going to plead guilty and do the time. I did commit the crime. I have learned this year that you all truly care about me . . . when I come out, I hope YouthBuild will let me finish the program . . ."

In 1991, YouthBuild Boston received city and foundation funding to start its program. Almost 300 applicants applied for 28 available positions. A year later, 19 of the original applicants completed the 11-month program which requires 80 percent participation in scheduled activities to remain in the program. The youths receive $5.00 an hour while on site, and a $50.00 weekly stipend while in school.

For those who stay the full year, employment opportunities are attractive. Of the 1991 graduates interested in continuing in construction, 14 received offers of jobs paying from $8.00 to $19.00 per hour. The jobs are in carpentry, asbestos removal, heavy equipment, electrical work, and painting. Seven young people are joining the carpenters' union. Six of the graduates will earn $17.00 an hour.

Finally, at a 1991 ground-breaking ceremony in Dorchester for a $225,000 rehabilitated "crackhouse" that will now become affordable housing for the homeless, a city councilwoman summed it up, "everything about this [YouthBuild] is so right . . . These young people have started saving lives by saving their lives."

SOME ADDITIONAL PROGRAMS

THE PROGRAMS OFFERED IN THE PRECEDING SECTIONS OFFER good examples of the approaches that local communities have used to serve young people in job training and youth development settings. Yet, they are just one set of possibilities for young people.

We defined "national community-based organizations" as multi-state service initiatives that operate in at least six states and provide opportunities to youngsters to strengthen basic skills, acquire training, and participate in youth development activities. Intentionally, we knew that this would narrow our pool of candidate organizations to a manageable group of national programs and affiliates. Also, it eliminated the opportunity to present many good programs that were either regional in scope, or for other reasons did not meet our specifications.

This section describes some of those initiatives. The initiatives focus on basic skills remediation and job training, counseling, and engaging youth in vital community projects. Despite their diverse approaches, they share a common focus: they have helped young people develop strong basic skills, solid training, and enough confidence in themselves to compete for good jobs.

The Chicago Alternative School Network

The network is a collection of 50 community-based alternative schools and youth centers that serve 2,000 dropouts annually. The program was founded in 1973 as a response to concerns about the widening gap between the school system and the educational needs of urban Chicago youth. The programs offered in the network include education, career training and development, and support services.

The Alternative, Inc. is an example of a typical program in the network. It is a community-based comprehensive youth service agency that includes a drop-in center offering individual, family, and group counseling, employment programs, crisis intervention, and advocacy services. The youth centers operate on an open entry, open exit basis. Twenty schools and youth centers offer the Comprehensive Competencies Program (CCP) as the primary instructional method (see below).

Another cultural center, Ruiz Bel Vis, focuses its services on youth 16 years and older. It offers classes in GED, English as a Second Language, and literacy in Spanish. It emphasizes Puerto Rican culture, history and community affairs.

Jobs For Youth

Jobs For Youth (JFY) is a nonprofit institution founded in New York in 1958 and committed to serving the needs of hard-to-employ youth and young adults. The program has developed and been replicated in Boston and Chicago. Besides job placement, JFY provides counseling, GED preparation, pre-employment and skill training.

The three JFY programs operate independently. Each program has an executive director who is responsible to a local board of directors. The board oversees the program and fiscal operations and is composed of leaders from the corporate and public sectors.

In Boston, the 1992 program served 537 low income youth and adults. More than three-quarters were African American and 15 percent were Hispanic. Almost 70 percent of program participants came from families receiving public assistance, with almost 30 percent reporting that they were parents.

JFY-Boston concentrates on education and employment services. The education program has high school diploma classes and a GED preparatory program. The employment component includes a four-week job readiness workshop that prepares young people to understand and meet the expectations of employers and job placement. JFY-Boston provides skilled training in biomedical research, health care, clerical and production workers, messengers, receptionists and lab technicians. Entry level wages average between $4.50 and $5.00 an hour. Wages in the biotech field start as high as $11.00 an hour.

In 1991, the JFY-Chicago served 826 youth. These young people were 17 to 21 and lived in low income families. They participated in pre-employment training, counseling, basic education instruction, and job placement. High school dropouts are enrolled in JFY's in-house Learning Center to earn a GED certificate.

Funding for JFY-Chicago comes from a broad base of individuals, businesses, and foundations. The fiscal 1992 budget was $1.37 million, half from private sources.

90 percent of the youth who complete JFY's pre-employment workshop will land a job. Although JFY is not a minority program, approximately 90 percent of the participants are minorities. Two-thirds are high school graduates and one-third are dropouts.

United States Basic Skills Investment Corporation

U.S. BASICS is a nonprofit organization dedicated to helping local organizations make effective skills instruc-

tion more accessible to at-risk learners and others frustrated by the traditional education system.

U.S. BASICS, an independent organization since 1990, was originally part of the Remediation and Training Institute (RTI) started in 1983 with funding from the Ford and Charles Stewart Mott foundations. RTI created a program to provide competency-based instruction to learners of different ages, at different skills, all simultaneously and in one location. This system is called the Comprehensive Competencies Program (CCP).

CCP is an individualized, self-paced, basic skills instructional system that approaches learning in a sequential manner, from the simple to the more complex. It is organized on an open architecture of competency objectives. Skills training is broken into small, manageable increments, each having related multimedia instructional materials.

Over 450 community-based organizations, community colleges, Private Industry Councils, job training programs, and other nonprofits currently use the CCP to provide individualized basic skills instructions. Research by U. S. BASICS reports that on average, students achieve a one grade level gain in reading and math after 30 to 40 hours of instruction, as measured by nationally-standardized tests. In 1991, the average cost per grade gain was less than $10.00 per hour. Top performing learning centers operate with costs below $3.00 per hour.

The National Puerto Rican Coalition

The National Puerto Rican Coalition (NPRC) is a national nonprofit advocate for the social, economic, and political well-being of Puerto Ricans. Founded in 1977, NPRC is a membership organization comprised of over 100 community-based organizations in 14 states with its national office located in Washington, D.C.. These community-based organizations operate a range of housing, education, youth employment/training,and family services programs.

NPRC is a spinoff of a 1977 United States Commission on Civil Rights Seminar. The seminar brought together Puerto Rican leaders from around the country to explore ways to give Puerto Ricans a voice at the national level. With federal assistance in 1980 from the federal Housing and Urban Development Administration, NPRC launched programs in advocacy, research, policy analysis, and community economic development. Its current funding is derived from membership dues, foundation grants, and other contributions.

One of NPRC's affiliate members, La Casa de Don Pedro, located in Newark, New Jersey, is the largest Hispanic community-based organization in New Jersey, serving Puerto Ricans and other of Latino decent. It offers a full range of after school programs for youth, literacy training for parents, and youth employment programs for youth and adults. In 1991, over 5,600 participants benefitted from the services provided by La Casa de Don Pedro.

NATIONAL, STATE AND LOCAL PROGRAMS INCLUDED IN REPORT

ASPIRA Association
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INROADS
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Jobs for Tennessee Graduates
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Jobs for Tennessee Graduates-Memphis
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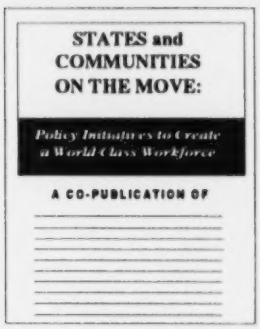

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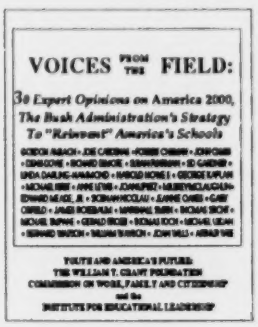

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